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FINANCING OF THE UNITED NATIONS OPERATION IN MOZAMBIQUE

Report of the Advisory Committee on Administrative and Budgetary Questions

1. The Advisory Committee on Administrative and Budgetary Questions has considered the report of the Secretary-General on the financing of the United Nations Operation in Mozambique (ONUMOZ) (A/47/881/Add.1). During its consideration of the item, representatives of the Secretary-General provided some additional information to the Advisory Committee.
2. The Security Council, by its resolution 782 (1992) of 13 October 1992, welcomed the General Peace Agreement for Mozambique, signed on 4 October 1992, approved the appointment of an interim Special Representative of the Secretary-General and the deployment of a team of up to 25 military observers and requested the Secretary-General to report on the establishment of ONUMOZ.
3. The Security Council, by its resolution 797 (1992) of 16 December 1992, approved the report of the Secretary-General 1/ and decided to establish ONUMOZ, as proposed by the Secretary-General and in line with the General Peace Agreement for Mozambique, for a period until 31 October 1993. The Security Council invited the Secretary-General to consult closely with all the parties on the precise timing of and preparations for the presidential and legislative elections as well as on a precise timetable for the implementation of the other major aspects of the Agreement and to report back to the Council on this as soon as possible, and in any event not later than 31 March 1993.
4. As indicated in section II of the report (A/47/881/Add.1), the Secretary-General authorized the entering into commitments in an amount of \$377,000, under paragraph 1 (a) of General Assembly resolution 46/187, to send his interim Special Representative and a team of up to 25 military observers to Mozambique. The Advisory Committee, by letter dated 19 December 1992, authorized the Secretary-General, under the provisions of Assembly resolution 46/187, to enter into commitments not exceeding \$9.5 million, including the

pre-implementation costs, for meeting the immediate operational requirements of ONUMOZ.

5. In section III of the report, the Secretary-General estimated the total cost of ONUMOZ for the period 15 October 1992 to 31 October 1993, including the pre-implementation costs, at \$264,090,700 gross (\$259,712,000 net). The Committee was requested to inform the General Assembly of an error in the estimates, resulting in revised estimates of \$263,717,300 gross (\$259,338,600 net) for the period 15 October 1992 to 31 October 1993. The summary statement of the cost estimates and the proposed civilian staffing table are contained in sections III.A and B. The Committee notes the statement in paragraph 12 of the Secretary-General's report that "Additional detailed information on the financing of ONUMOZ has been provided to the Advisory Committee on Administrative and Budgetary Questions". The Advisory Committee is not convinced that the provision of this information, which consists mainly of details previously included in the documentation submitted to the General Assembly, adequately meets the concerns previously raised by the Committee on the formats of budgets for peace-keeping operations. The Committee intends to revert to this matter before the forty-eighth session of the General Assembly (see para. 15 below). In the meantime, the Committee believes that the information referred to in paragraph 12 of the Secretary-General's report may be useful to the Fifth Committee.

6. The overall framework and operational plan of ONUMOZ is summarized in paragraphs 13 to 26 of the Secretary-General's report on the basis of general assumptions contained in paragraphs 27 to 31. In section IV of his report, the Secretary-General states that one Member State has pledged an air component, consisting of approximately 90 personnel with a total of eight helicopters and two fixed-wing aircraft to be used exclusively by the military force to be contributed by that State in the mission area, and that all related costs will be borne by that Member State; no budgetary provision has been made in the cost estimates for ONUMOZ.

7. The Secretary-General recommends in section V of his report the establishment of a special account for ONUMOZ under financial regulation 6.6. The Secretary-General further states that, should the mandate of ONUMOZ be extended by the Security Council, appropriate additional accounting arrangements may be proposed to the General Assembly.

8. During its consideration of the report, the Committee was informed by representatives of the Secretary-General that the operational plan of ONUMOZ as originally prepared on the basis of the General Peace Agreement for Mozambique, contained in the annex to document S/24635 of 8 October 1992, is outdated and has been overtaken by events. In this connection, the representatives of the Secretary-General stated that the operational plan for the cease-fire and the demobilization phase was delayed due to initial difficulties in establishing the Cease-fire Commission as scheduled, identification and establishment of 49 assembly areas, delays in the consultations with troop contributors and slow phasing-in of contingents. In view of the above and in the light of the developments on the ground, the

Committee was informed that the Secretary-General may need to revise the timetable of the operational plan and the implementation of other major aspects of the Agreement and will report thereon to the Security Council by 31 March 1993 pursuant to Security Council resolution 797 (1992). The Committee points out that a possible revision of the timetable and modification of the operational plan of ONUMOZ would entail changes in the cost estimates.

9. Under the circumstances, the Advisory Committee believes that, at this stage, it is not possible to quantify and assess the requirements of ONUMOZ for the entire mandate period, pending submission of the Secretary-General's report to the Security Council by 31 March 1993, which would adjust the timetable of the operational plan and the implementation of the Agreement, as necessary.

10. In this connection, the Committee was informed that as at 31 January 1993, the commitment authorized for ONUMOZ in the amount of \$9.5 million had been fully obligated, and substantial funds were urgently required to enable the Secretary-General to phase-in military and civilian personnel, to procure urgently required equipment and to cover other immediate requirements for the build-up of the operation. Indeed, by a letter dated 16 February 1993, the Secretary-General requested additional commitment authority in the amount of \$10 million. However, the Committee, in its reply, stated that it had a number of difficulties with the request, including the legal justification for it. In view of the fact that the Committee had already started consideration of the report on the financing of ONUMOZ, the Committee stated its belief that action on commitment authority was not necessary at this time.

11. Considering the urgency to build up the operation in view of the situation on the ground and the immediate need for sufficient start-up funds to enable the Secretary-General to carry out the mandate of ONUMOZ pending submission of his report to the Security Council on the precise timetable and implementation of the Agreement, the Committee requested information on cost estimates for the period until 30 June 1993, taking into account delays in the phasing-in of military and civilian personnel.

12. In considering information provided by the Secretary-General, the Advisory Committee was aware of the exigencies of the situation. In its view, bearing in mind the Security Council's endorsement of the General Peace Agreement for Mozambique signed on 4 October 1992, the establishment of ONUMOZ by Security Council resolution 797 (1992) and the magnitude and complexity of the operation, there exists sufficient justification to provide the initial start-up funds required to launch the operation, pending submission of the Secretary-General's report to the Security Council on a precise timetable for the implementation of the Agreement and submission of revised cost estimates.

13. This initial estimate will most likely constitute only part of the entire cost estimate to be submitted at a later stage, and the Committee expects that detailed justification will be provided in the context of the justification

for the entire ONUMOZ budget. In so doing, special attention should be paid to staffing levels, initial costs for mine clearance, the level of contribution to the Integrated Management Information System (IMIS) and the support account for peace-keeping operations and the estimates for air operations and for premises. In this connection, the Advisory Committee requests the Secretary-General to review the assumptions upon which the estimates for prefabricated units have been based, taking into account the experience with other operations. The Committee trusts that the budget will contain the necessary clarification relating to the source of financing of the various humanitarian programmes of ONUMOZ, including the programme related to former combatants in the assembly areas, bearing in mind paragraph 11 of the Secretary-General's report to the Security Council in document S/24642 and the estimates for these activities contained in document S/25044. Whenever cost-effective and technically feasible, every reasonable effort should be made by the Secretariat, in accordance with established procurement procedures, to acquire services, resources and materials from local and area sources.

14. In the circumstances, the Advisory Committee recommends that the General Assembly, at this stage, appropriate and assess for ONUMOZ a lump sum amount of \$140 million for the period 15 October 1992 to 30 June 1993. The funds should be administered with prudence and restricted to the essential requirements of ONUMOZ in order to ensure its rapid deployment. The appropriation would essentially be utilized to meet the initial unavoidable requirements without which any operation could not be launched. Provision of the recommended amount would allow the Secretary-General immediately to deploy ONUMOZ and to take a number of urgent measures to carry out the mandate.

15. The Committee requests that the Secretary-General submit by 1 July 1993 revised and detailed cost estimates for ONUMOZ for the entire mandate period, taking into account any possible adjustments in the operational plan and related decisions of the Security Council and the financial performance of ONUMOZ during the initial start-up period. The Committee wishes to point out that its recommendation, which does not follow the general practice of a detailed examination of the cost estimates, was guided by the exigencies of the situation to enable the Secretary-General to implement the Agreement pursuant to Security Council resolution 797 (1992).

16. Considering the delays in launching and requesting the necessary financing for ONUMOZ, the Committee is of the view that the Secretariat's procedures for the planning and implementation of such operations should be improved. The Committee recalls that the Secretary-General's report on the financing of ONUMOZ was issued on 9 February 1993, approximately four months after the Security Council approved the appointment of his interim Special Representative and two months after the establishment of the mission, although there was an urgent need acknowledged by all parties concerned to set up the mission at an early stage in compliance with the timetable of the Agreement. The Advisory Committee therefore recommends that the Secretary-General take urgent measures for better coordination, both within the Secretariat and system wide; the Secretary-General should also ensure more effective planning

of peace-keeping operations and review the current procedures to enable the proper and timely launching of such missions in a cost-effective and efficient manner.

17. The Committee wishes to stress that it considers the recommended appropriation in paragraph 14 above to be an exceptional response to an urgent and difficult situation and that it should not be considered a precedent for future operations.

Notes

1/ S/24892 and Corr.1 and Add.1.
